UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1993/15
9 February 1993

ORIGINAL: ENGLISH

Fortieth session
1-22 June 1993, New York
Item 4 (e) of the provisional agenda

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1992 AND PROGRAMME-LEVEL ACTIVITIES

Non-governmental and grass-roots organizations

Report of the Administrator

SUMMARY

Building on the activities and results reported to the Governing Council in 1991, UNDP cooperation with non-governmental organizations (NGOs) and grass-roots organizations has continued to expand through programmes that support participatory, community-based development; promote dialogue and collaboration between NGOs and grass-roots organizations, Governments and multilateral agencies; encourage and support NGOs and grass-roots involvement in sustainable development activities; and strengthen the impact and sustainability of the development efforts of NGOs and grass-roots groups.

The expansion of UNDP cooperation with NGOs and grass-roots organizations has been taking place within the thematic framework of Governing Council resolution 90/34 and relates to all six areas of focus, and in particular to poverty eradication and grass-roots participation and to environment and natural resource management. In addition to a widening range of initiatives funded by Special Programme Resources, such cooperation is increasingly reflected in country and regional programmes and initiatives.

Within this framework, new activities include, inter alia, the second phase of the Partners in Development Programme; support for NGO and grass-roots involvement in the implementation of Agenda 21 and in projects concerned with global environmental issues; and support for strategic planning and organizational development activities by NGOs.

I. INTRODUCTION

1. During the 1991-1992 biennium, the United Nations Development Programme (UNDP) continued to expand the scope and level of cooperation with non-governmental organizations (NGOs) and grass-roots organizations. This is in accordance with Governing Council decisions, particularly decision 90/18 of 22 June 1990, in which the Council recognized the particular contribution which such organizations can make, complementary to government efforts, in building national capacity in the areas of poverty alleviation, popular participation, sustainable human development and environment.

2. UNDP plays an increasingly important and effective role in encouraging and supporting community-based participatory and sustainable development. Programmes designed to familiarize Governments, UNDP and NGOs regarding their respective roles and the potential mutual benefits of improved working relationships between them have been successfully supported and carried out. Increased attention is also being given to capacity-building of, and networking among, NGOs and grass-roots organizations, especially with regard to initiatives to alleviate poverty and support environmentally sound development strategies and programmes.

3. The activities that UNDP supports involve principally, but not exclusively, groups and networks that operate at the local and national levels. They build on, and draw upon, both the implementing capacity of such organizations and their resources to engage local communities in sustainable human development efforts through information, education, networking and advocacy. This emphasis recognizes that the contribution of such organizations to building local capacity also constitutes an important element in the diversification and strengthening of civil society. Moreover, as women are often denied access through official channels, NGOs are an important means of reaching out to meet women's needs. The ongoing dialogue that such activities foster between Governments and NGOs promotes the construction of an enabling environment, at the national level, for people-centred development and initiatives.

4. Cooperation with NGOs during the United Nations Conference on Environment and Development (UNCED) process was a major feature of the UNDP NGO programme in 1991-1992. With the help of the unprecedented level of public participation that the Earth Summit engendered, UNDP was able to establish, at the country, regional and global levels, working relationships with many new actors in the NGO community. UNCED has given new meaning, and expanded scope, to collaboration between Governments, the United Nations system and NGOs. Agenda 21 fully recognizes the role that major groups - which are mostly organized in the form of NGOs - must play in the design and implementation of sustainable development policies and programmes and in governance at all levels.

5. The experience gained by UNDP since the inception in 1986 of the NGO Division (now the NGO Programme) shows that cooperation with NGOs and grass-roots organizations is an asset to the efforts of UNDP in its programming cycles. It benefits both the design of upstream-oriented country, regional and thematic programmes that can draw upon advocacy capacity of NGOs and

grass-roots organizations and the participatory identification, elaboration, implementation, monitoring and evaluation of activities that can have a direct impact on local communities.

II. COOPERATION WITH NGOs IN THE AREAS OF FOCUS OF THE FIFTH PROGRAMMING CYCLE

6. The six areas of focus identified by the Governing Council in paragraph 7 of its decision 90/34 of 23 June 1990 provide for most of UNDP cooperation with NGOs and grass-roots organizations and offer multiple entry points for the mainstreaming of that cooperation into UNDP policies and programmes at all levels. Poverty eradication and grass-roots participation, including women's participation, and environment and natural resource management encapsulate a majority of activities, whether these are funded from indicative planning figures (IPFs), global and interregional programmes, Special Programme Resources (SPR) or extrabudgetary funds.

A. Poverty eradication and grass-roots participation

7. In the area of poverty eradication and grass-roots participation, NGOs have been associated with UNDP activities in Latin America and the Caribbean to develop a regional strategy on poverty and social development for the fifth programming cycle. In addition to participating in a regional thematic session held on these issues in July 1991, one of whose core topics was to discuss participatory avenues for action on poverty, a regional NGO workshop on organizational and survival strategies of the poor was organized in New York in November 1992 to analyse successful approaches by NGOs and the potential for their extension and replication on a wider scale. The workshop was intended as an input to the joint action by the Inter-American Development Bank and UNDP in the area of social reform and poverty, undertaken in late 1992.

8. Most fifth-cycle country programmes explicitly refer to NGOs and grass-roots organizations in relation to poverty eradication, in particular to activities to be undertaken at the local level, where local government, NGOs, community organizations, women's groups and other institutions can develop new synergisms to use scarce resources effectively and maximize the effectiveness of poverty eradication programmes and projects. As a result, the range of opportunities for NGOs to act as implementing agencies of programmes and projects implemented by both national institutions and executing agencies for UNDP projects has increased significantly.

9. IPF resources are also utilized to support multi-year projects to strengthen NGO capacity to alleviate poverty through human resource development, including management training. In Guinea, for instance, a four-year project was approved in 1992 to enhance the managerial and operational capacity of local NGOs. In Indonesia, a project was approved in 1991 to improve the operational capacity of NGOs and strengthen mechanisms for sub-national coordination in the social sector through training and improved field-level exchanges of information.

10. In October 1992, UNDP organized a workshop in Bangladesh on grass-roots participation that examined ways in which UNDP could become more responsive to participatory approaches, with a view to making its programmes more sustainable and developing strategies to promote human development programmes. Together with UNDP staff and outside experts, NGO leaders explained the approaches of their organizations and contributed their experience to these discussions.

11. Using the experience gained during the fourth programming cycle and the positive findings and recommendations from an evaluation conducted in 1990, UNDP launched, in 1992, the second phase of the Partners in Development Programme (PDP-II), a programme that enables Resident Representatives to make grants for direct support of NGO activities at the micro-level. With $7.5 million from SPR for the fifth cycle and $509,000 from the United Nations Capital Development Fund (UNCDF) for 1992-93, PDP-II will, during the 1992-1993 biennium, award grants ranging from $10,000 to $65,000 per country in 73 countries, in support of community-based, self-help initiatives, institution-building of local NGOs and community groups, and strengthening dialogue among NGOs, Governments and UNDP. Preference is given to sustainable activities that support the long-term development objectives of communities. A mid-term evaluation focusing on impact, effectiveness and accountability will be conducted in early 1994 to guide the implementation of this programme during the last three years of the fifth cycle.

B. NGOs and grass-roots organizations eligible for UNDP small-grants funding

12. In line with the UNDP capacity-building mandate, the NGO or grass-roots organization selected to receive an award in all the above small-grants programmes must be a local, community level or national organization or regional or international network composed of local/national NGOs. International NGOs, with headquarters in an industrialized country, are generally not eligible for small project assistance.

C. Environment and natural resource management

13. As regards environment and development, UNDP supported a number of activities involving NGOs and grass-roots organizations in preparation for, and during, UNCED. These included regional NGO meetings on major issues on the UNCED agenda, travel by NGO representatives from developing countries to sessions of the UNCED Preparatory Committee and to the Earth Summit, and activities at the '92 Global Forum held in Rio de Janeiro. Women and indigenous people were important targets for UNDP support. In March 1991, UNDP organized an international NGO consultation in Geneva on the theme "Poverty, Environment and Development", as a contribution to the UNCED secretariat's substantive preparations for this agenda item of the Earth Summit.

14. Under the national UNCED project, which received co-funding from the Governments of the Netherlands and Norway, 23 UNDP field offices were able to support NGO initiatives in the context of the national-level preparatory process, and/or independent NGO activities in that context. In several countries, this effort contributed to establishing or strengthening the

dialogue on environment and development among NGOs as well as between NGOs, Governments and other sectors of society (e.g., the private sector) and the United Nations system.

15. In parallel with the discussion and adoption by UNCED of a section of Agenda 21 on the role of major groups in environment and development, two international consultations with developing country NGOs and non-governmental networks were organized by UNDP in 1992 (one in March, in New York, and the other in Washington, D.C., in September) to identify NGO needs and priorities for their involvement in Agenda 21. As a result, two major areas have been identified for UNDP/NGO cooperation in this area: capacity-building activities for NGOs involved in environment and development; and support for community participation in the implementation and monitoring of Agenda 21 at the national level. As an answer, Capacity 21 explicitly identified mechanisms for public participation in environmental and developmental issues as one of the four requirements for translating Agenda 21 into national-level action and will provide the main framework for post-UNCED UNDP collaboration with NGOs and grass-roots organizations.

16. The Africa 2000 Network, an African regional programme to support grass-roots activities promoting ecologically sustainable development through community groups and NGOs, is fully operational in eleven countries: Burkina Faso, Cameroon, Ghana, Kenya, Lesotho, Mauritania, Rwanda, Senegal, Uganda, United Republic of Tanzania and Zimbabwe. It is being extended to Ethiopia, Mali and Zambia, with plans to bring into it another six countries. In each participating country, the network operates through a national coordinator and a selection committee responsible for setting national priorities, reviewing applications and granting awards of up to $50,000 to individual projects. The number of projects funded increased from 105 in 1990 to approximately 400 at the end of 1992. Training seminars have been held in the eleven countries. A mid-term evaluation, conducted in early 1992, provided useful recommendations for the strengthening of this unique programme, which has been funded from extrabudgetary contributions received from the Governments of Canada, Denmark, France, Japan and Norway.

17. A related programme, Asia-Pacific 2000, was launched in 1991-1992 to provide support, through small grants, to urban NGOs and grass-roots organizations from the Asia and Pacific region to provide poor communities with affordable environmental services, to strengthen local and national organizations involved in such activities, to encourage networking among community-based groups, NGOs and local government agencies. Asia-Pacific 2000 promotes the extension and replication of successful urban management approaches. Five countries are involved in the pilot phase: India, Pakistan, Philippines, Sri Lanka and Thailand.

18. An interregional small-grants programme, the Local Initiative Facility for Urban Environment (LIFE) was initiated in 1992 with the principal objective of promoting "local-local" dialogue amongst municipal authorities, NGOs and grass-roots organizations to improve the quality of the urban environment. To this end, the activities funded will test and demonstrate relevant strategies and projects, strengthen the capacity of the three types of partner institutions to implement local solutions, promote participatory approaches, and mobilize local resources to respond to urban environmental problems. Eight

countries (two from each region) are currently participating: Brazil, Jamaica; Senegal, Tanzania; Egypt, Morocco; Pakistan and Thailand, with plans to bring sixteen other countries into the two-year pilot phase. Currently available resources from interregional IPF, SPR and donor-country cost-sharing will make it possible to allocate $200,000 during 1992-1994 to each of the eight countries. In addition, $580,000 are available to fund, on a subregional, regional or interregional level, selected projects to be implemented through city associations and NGO networks.

19. UNDP has played an important role in promoting effective relations between the Global Environment Facility (GEF) and NGOs. It has promoted the participation of NGOs and community groups in planning and implementing GEF projects. It has also supported continuing dialogue between participating Governments, the GEF implementing agencies and the NGO community. Forums for such dialogue have included two NGO consultations on GEF, in Geneva and Washington, D.C., in 1991-1992 and monthly meetings, in Washington, D.C., of the GEF-NGO Task Force established in 1992.

20. UNDP also manages the GEF NGO Small-Grants Programme on behalf of the implementing agencies. This programme provides grants for community-based activities by NGOs and community groups to address problems in the GEF areas - especially, in the case of NGOs, activities to preserve biodiversity, combat land degradation and desertification, reduce global warming and combat the pollution of international waters. It is currently funded at the level of $7 million through 1993. The programme is being established in approximately 30 countries in Africa, the Arab States, Asia and the Pacific, Europe and Latin America and the Caribbean, with a national coordinator and national selection committee being designated in each country. Each committee includes representatives from the Government, the NGO community and GEF implementing agencies, as well as specialists in the substantive areas. Support will also be provided under the programme for subregional and regional projects. Wherever possible, close links are established with other UNDP small-grant programme machinery.

21. In addition to the GEF NGO Small-Grants Programme, a number of NGOs and grass-roots organizations offer substantive expertise, operational capacities and participatory methodologies that enable them to be involved, in cooperation with Governments and intergovernmental agencies, in the design and implementation of a number of mainstream GEF projects managed by UNDP. This is particularly the case for projects on biodiversity and land degradation and desertification, which have provided opportunities for UNDP to draw from international NGOs and increasingly from developing country NGOs that have pioneered environmental conservation and rehabilitation activities.

D. Technical cooperation among developing countries

22. Several activities involving NGOs and grass-roots organizations have been supported in the field of technical cooperation among developing countries. SPR funding has been provided to networking activities by grass-roots women's organizations in South Asia and to the promotion of women's organizations for effective community leadership in West Africa.

III. COOPERATION AMONG GOVERNMENTS, UNDP AND NGOs

23. In addition to the activities described above in respect of relations between Governments, UNDP and NGOs, the Regional Bureaux and the NGO Programme have also collaborated to foster greater understanding and cooperation between Governments, the NGO community and UNDP field offices. In Africa, the regional project on collaboration between African Governments, African NGOs and UNDP launched in 1989 had provided, by the end of 1992, services to Governments, NGOs and UNDP in 33 countries, of which nine were afflicted by civil strife or armed conflict. Project assistance was focused on the emergence or reconstruction of mechanisms for cooperation among NGOs as well as between NGOs, Governments and UNDP field offices. In October 1991, two regional workshops on strategic planning were organized and held under the project (one for anglophone Africa, and the other for francophone Africa), with participants from 21 umbrella organizations of African development NGOs. In 1992, a directory of NGOs in Africa was organized and published, with over 2,500 entries covering 43 countries. It is expected that the experience gained through this project will be used as the basis for a fifth-cycle project that will focus on cooperation between Governments, NGOs and UNDP on participatory approaches to poverty eradication in Africa.

24. A national workshop on development cooperation and civil society, with participants from the major national NGO networks, was organized in Mexico City in September 1992 by the UNDP field office, in collaboration with the Government of Mexico. Discussions centred on possible avenues for future cooperation between the Government, NGOs and the United Nations system, with specific reference to poverty eradication and sustainable development.

IV. SUPPORT FOR STRATEGIC PLANNING AND INSTITUTIONAL DEVELOPMENT OF NGOs

25. Using fifth-cycle SPR earmarked for NGOs (subcategory C.9), UNDP supported four activities in 1992: a regional seminar on strategic planning for NGOs providing credit, training and technical cooperation to microentrepreneurs in the urban informal sector in Latin America and the Caribbean, with a view to enabling these organizations to scale up their operations; a regional NGO workshop on civil society and poverty eradication in the Asia and Pacific region, with emphasis on institutional development, particularly training and exchange programmes; a regional African workshop on participatory research and evaluation for grass-roots development, with a view to promoting networking and cooperation among organizations working in rural development programmes; and increased developing country NGO participation in major multilateral processes, in particular through the management of the UNCED developing country NGO participation fund. Each of these activities focused on key segments of the NGO community and has already generated follow-up projects. Although only in its inception stage, UNDP collaboration with NGOs in Central and Eastern Europe and the countries of the Commonwealth of Independent States (particularly in the perspective of several of them being classified as least developed countries) should become an important feature of UNDP actions in these countries. More specifically, there will be a need to emphasize the role of civil society in future country programmes.

V. MEASURES TO STRENGTHEN UNDP COOPERATION WITH NGOs AND GRASS-ROOTS ORGANIZATIONS

26. UNDP cooperation with NGOs and grass-roots organizations continued to diversify and expand in 1991-1992, in particular thanks to the relevance of the long-standing NGO experience in several of the areas of focus for the fifth programming cycle. As UNDP interface with organizations of civil society broadens, measures must be taken to adjust UNDP policies and procedures in order to strengthen further cooperation within the framework of country programmes.

27. At the country level, NGOs and grass-roots organizations should be consulted during the elaboration of advisory notes and country programmes when programme reviews and evaluations are undertaken.

28. Beneficiaries should participate more systematically in the elaboration, monitoring and evaluation of UNDP-funded programmes and projects of relevance to their communities.

29. NGOs and grass-roots organizations should be regularly included in consultative processes at the country, regional and global levels regarding the development of strategies, programmes and projects to address the areas of focus of UNDP for the fifth cycle, in particular poverty eradication and grass-roots participation in development and environmental problems and natural resource management.

DP

UNITED
NATIONS

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1993/16
16 February 1993

ORIGINAL: ENGLISH

Fortieth session
1-22 June 1993, New York
Item 2 (f) of the provisional agenda

ANNUAL REPORT OF THE ADMINISTRATOR FOR 1992 AND PROGRAMME-LEVEL ACTIVITIES

Management Development Programme

Report of the Administrator

SUMMARY

The operational activities of the Management Development Programme began towards the end of 1988. The present report covers implementation activities up to 31 December 1992. By that time, more than 90 Governments had requested support from the United Nations Development Programme under the Management Development Programme, and 51 country projects had been approved.

I. INTRODUCTION

1. The Management Development Programme (MDP) was established by the Governing Council in its decision 88/31 of 1 July 1988 with an earmarking of $60 million from Special Programme Resources (SPR). In the same decision, the Council laid down guiding principles for MDP operational activities. In its decision 89/39 of 30 June 1989, the Council took note of the revised guidelines for the programme. The Administrator of UNDP submitted reports on MDP to the Council at its thirty-seventh and thirty-eighth sessions (DP/1990/23 and DP/1991/12). The latter report took into account the evaluation of MDP requested by the Council in its decision 90/17 of 22 June 1990. That report also served as the basis for the Council's consideration of MDP operations. In its decision concerning SPR for the fifth programming cycle, the Council replenished the MDP facility with $40 million.

2. The main objective of MDP is to assist developing countries to achieve sustainable improvements in their public sectors by designing and carrying out long-term strategic programmes for management improvement. The promotion of strategic approaches to public management improvements is regarded as one of the key conditions for improved prospects for development in all six areas of focus for the fifth programming cycle as specified by the Governing Council in its decision 90/34 of 23 June 1990: poverty eradication and grass-roots participation in development; environmental problems and natural resource management; management development; technical cooperation among developing countries; transfer and adaptation of technology for development; and women in development. The thrust of MDP assistance is to help Governments build the capacity of public sector institutions necessary to carry out social and economic reforms. Emphasis is placed on comprehensive overviews as the basis for creating strategic programmes for management improvement with long-term sustainability.

II. MODES OF OPERATION

3. The initial step for the preparation of an MDP programme usually involves a reconnaissance or needs assessment mission of one to three weeks. The primary objective of the mission is to determine the level of government commitment to the process of public sector reform, determine the context for such a reform, and, if feasible, begin to establish the broad outlines for a comprehensive programming activity.

4. MDP reconnaissance missions are carried out by high-level experts who have extensive international experience in the field of public sector management. One or two international experts are usually included in the reconnaissance missions. Whenever possible, senior advisers from the MDP Unit lead the exercise. Every effort is also made to engage national consultants who can provide continuity and contribute to the full understanding of the local context underlying the process of reform.

5. Once a comprehensive needs assessment of the public sector has been undertaken, the next step in the MDP cycle is an MDP programming mission, the main purpose of which is to formulate strategic programmes for management

improvement based on the policies and priorities advanced by the Government during the reconnaissance phase. The proposed activities are directly related to an overall policy and combine mutually supportive lines of action towards capacity-building in the service of long-term institutional change.

6. While the comprehensive programme approach described is the preferred MDP mode of operation, there are situations where a more narrowly focused intervention is more appropriate - a comprehensive programme may be premature or politically impossible. The volume of contributions from financial institutions and other donors may also limit UNDP support, particularly in large countries, or where UNDP resources are small. In such cases, MDP searches more for the potential for strategic impact on a reform process and less for a full-scale programme.

7. Both in the reconnaissance and programming phases, the MDP mission establishes effective working relationships and a sense of partnership between the host country and the various donor organizations involved in public sector management improvement. MDP stresses participatory approaches and systemic change. The experience of MDP demonstrates that only where ownership of the reform process is truly local and the country's leadership has genuinely endorsed the process will the proposed institutional change succeed. In creating the conditions for the Government to lead the process of systemic change, and in helping to establish individual and shared responsibility for implementation of the strategy, MDP employs what is usually referred to as a process consulting methodology.

8. The use of a programme approach, combined with process consulting methodologies, helps to ensure a coherent and integrated government policy in which actions taken to improve the performance of the public sector are guided by consistent principles, objectives and concerns. The programme approach also serves to provide Governments with a framework under which MDP can assist it to identify projects and mobilize the necessary funding from donor agencies who wish to play a supportive role in the policies and priorities established by Governments. In this context, MDP funds can play a catalytic role in helping Governments to design management improvement programmes, launch their implementation, and mobilize additional resources.

III. ACHIEVED RESULTS

9. The operational activities of MDP began towards the end of 1988. By 31 December 1992, project activities for management improvement, fully or partially financed from MDP funds, had been approved in 51 countries. UNDP has so far used $50.2 million ($43.7 million in the fourth cycle and $6.5 million in the fifth cycle) of MDP funds for programming and its contributions to projects and $26.2 million of indicative planning figure (IPF) funds for projects planned under MDP. An amount of $10 million has been contributed from non-UNDP sources to UNDP projects developed within the framework of MDP. In addition, MDP seed money has been the critical factor in launching the implementation of programmes and in attracting cost-sharing and parallel financing from other bilateral and multilateral funding agencies.

10. The focus of MDP programmes depends on the policies and priorities established by the Government to improve the management capabilities of the public sector. The following table summarizes the main areas of focus of projects and programmes that have been approved or are under development in over 100 countries receiving MDP support.

Main fields of concentration in MDP programmes, by region

(Number of countries in each region)

Area of focus	RBA	RBAP	RBLAC	RBAS	DEC	Total
Streamlining of government machinery, including civil service reform and human resources management and training	21	14	11	8	6	60
Economic and financial management	8	8	13	1	8	38
Decentralization and strengthening of local government	8	7	9	2	4	30
Public-private sector interface	4	1	9	1	3	18

11. In four years of operation, MDP has accumulated wide, significant experience in administrative reform. An evaluation of MDP will be conducted in 1993 to report on the results and achievements gained from the first four years of MDP activities. In 1992, MDP began the systematic analysis and dissemination of lessons and country experiences in public sector management development. In the same year, MDP sponsored an international colloquium on transitional economies and regional workshops for Africa and Latin America on management development and innovation, all co-financed by non-SPR funds. Discussion papers and a quarterly newsletter on management development issues were also launched in 1992. The systematic publication and dissemination of experiences and innovations will increase significantly during the fifth cycle.

12. MDP experience from its initial phase of operational activities has led to the development of applied methodologies in process consulting and the programme approach to public sector management reforms. Guidelines and working manuals will be published in the first half of 1993 to promote more systematic needs assessments and provide guidance for programme design and formulation. The purpose of MDP manuals and guidelines will be to document experience with MDP programmes that have operated on two complementary principles: cross-fertilization of learning and methodological innovations for leadership and ownership that allows for greater internalization and long-term sustainability of the reform process. Governments have found MDP programmes effective in improving the integration of policies and the coordination of donor assistance in support of their management improvement programmes.

13. MDP operations give special attention to the role and opportunities accorded to women in management positions. MDP reconnaissance and programming missions address the gender aspects of public sector reform programmes.

Guidelines on the promotion of women in management have been developed. In addition, gender issues will be addressed specifically in the guidelines and manuals now being developed for programme formulation. Along the same lines, MDP is establishing a global database of developing-country nationals and women consultants to tap their experience and promote their contribution to the internalization and innovation of management change processes.

14. In the implementation of approved projects, MDP has stressed the need for national execution to promote greater sustainability and internalization of project results in the host country administration. During the fifth programming cycle, national execution will continue to be the preferred mode of implementation. The annex to the present report presents the achieved outputs and results of four MDP-supported projects.

IV. AGENDA FOR THE 1990s AND AREAS OF FOCUS

15. The establishment of MDP coincided with the dramatic political and economic changes that were transforming the world in the late 1980s. The shift towards market economies, the rise of democratic systems in many regions, and the collapse of the Soviet Union provided a new impetus for MDP-assisted reforms. The widely accepted allocation of resources through the market, the increased role of the private sector, and the greater participation of actors outside the public sector (enterprises, non-governmental organizations (NGOs), media, etc.) in a country's development process has raised the need for more efficient and effective public management systems, by which government agents are seen as leading partners, rather than commanders or controllers of change. Currently, countries across the world are undergoing profound structural changes in their economic and political systems that demand systemic change, and a redefinition of roles and of the relationships between different parts of the government administration as well as between the government administration and the public. When the roles of the public sector are changing as a result of the adoption of new principles of governance, a systemic approach is essential to improve the effectiveness and efficiency of the public sector. Systemic change is a continual and ongoing process, the ultimate goal of which is to renew the capacity of public administration to facilitate national development in close association with the private sector and community-based organizations (CBOs).

16. The required macro-economic stability for structural reforms in several fields and the management of complex policies demand, from all countries, increased competence, accumulative organizational knowledge, decentralization and increased implementation of principles of accountability, in combination with political commitment to the process of reform. The role of MDP in this context will be to help Governments to build the institutional and organizational capacity to manage the implementation of the economic and financial reform process, using the process already described and through an approach more concerned with the overall system of economic and financial management rather than individual institutions or ministries.

17. MDP programmes of assistance will reflect the priorities of countries towards the modernization of the state - that is, areas of administrative reform, including issues of civil service reform and organizational

development, areas in which MDP has gained considerable experience and knowledge. In a second phase, it is intended that projects will add a new dimension to the human-resources-management component by providing advice on how to attract, motivate and retain qualified cadres in the public administration.

18. The democratic process and the search for new systems for a better participation of people in both political and economic processes have raised the demand for MDP assistance to the process of decentralization. The shift towards market-oriented economies, the quest for equitable access to resources, the need to bring the public administration closer to people and the involvement of the private sector, NGOs and CBOs as producers of public and community services requires a new share of power between the different levels of government and society. Process consulting has proven to be very effective to build awareness of the political, administrative, economic and financial dimensions involved in decentralization.

19. In some countries, MDP will assist the Government to prepare public policies to improve an enabling environment for private sector development. In such cases, MDP does not finance private sector development or privatization processes, but rather focuses on the relationship of government with the private sector.

20. Finally, it is worthwhile noting that the methodological, innovative approaches of MDP, as described above (process consulting and programme approach to public sector management development), are being increasingly used for programming other UNDP activities in public management. Therefore, MDP resources, both financial and advisory, will increasingly become an instrument to assist Governments in their efforts to prepare more comprehensive and strategic programmes for public management reforms, financed either by IPFs or other resources. Comprehensive programmes divided into specific, focused projects will help both the donor community and the recipient Government to coordinate better the use of inputs and expected outputs.

Annex

MDP-SUPPORTED PROJECTS

Presented below are four sample MDP-supported projects from three different regions, citing the significant outputs or results obtained.

URUGUAY

Project URU/90/002 (Modernization of the State). The President of Uruguay stated in his 1990 annual report to Parliament that this project has permitted a quantifiable savings of $28 million in public services, plus additional savings estimated to be of the same scale. MDP has helped achieve these savings through its support to PRONADE, the National debureaucratization programme.

In the first two years of operations, PRONADE has introduced a new accounting and financial management law that now regulates public finances on the basis of efficiency, transparency and operational flexibility. New administrative procedures eliminated hundreds of bureaucratic conventions that hindered citizens and the productive private sector. A single computerized registry of revenue-generating organizations and individuals has greatly reduced fiscal evasion and simplified record keeping. Functional reviews have led to delegation of authority which, in the Office of the President for example, has led to a reduction of 80 per cent in the circulars and 65 per cent in the resolutions requiring the President's signature.

In the public act approving the Reform of Administrative Procedures (Decree 500/1991), the President stated that PRONADE, one of the most important landmarks to be left in Uruguay by international cooperation, has become the symbol of breaking the fetters of paper, a success that has saved million of dollars and facilitated the life of citizens and leaders.

TANZANIA

Project URT/90/510 (Strengthening Management in the Public Sector). The Government of Tanzania's Civil Service Reform Programme builds on a long history of improvement efforts going back to the Adu Commission of 1961. Nevertheless, a 1990 MDP report showed continuing deterioration, characterized by overstaffing, decrease in real salary and/or buying power, and consequent low levels of morale. The 1988 Civil Service Census, carried out with UNDP support, corroborates this disarray. Among other things, it found 16,019 "ghostworkers".

Not until the late 1980s did the Government make a commitment to serious Civil Service reform after noting the impact weak institutions can have on overall economic reform. When it sought assistance to rejuvenate its bureaucracy, MDP responded with a comprehensive Civil Service reform programme. This new effort distinguishes itself from others in that a large percentage of the work is carried out by national consultants and the technical work produced is of the highest calibre. Its conclusions are laying the foundation for

long-term, sustained capacity-building in areas such as personnel control and improved motivation and productivity.

A major initiative completed in 1992 identified redundant staff and government services suitable for contracting out and privatizing. This will allow a 30 per cent reduction in the size of the Civil Service and free up funds to pay for long overdue salary increases. There will also be many complementary efforts to improve the efficiency and effectiveness of public services by focusing on results rather than rules. A major challenge now is to finance the severance pay needed for the retrenchees. The Government has agreed to a formula taking into account present salary and years of service but expects new aid from donors to pay for it.

VIET NAM

Project VIE/88/543 (Strengthening Economic Management). Owing to the absence of the Bretton Woods institutions and the limited role played in the past by bilateral donors, UNDP has had a crucial role in helping the Government implement its macroeconomic stabilization programme. The MDP strategy was to help Viet Nam's economic managers to learn from the reform experiences of other countries and to strengthen their understanding of the nature and use of macroeconomic policy instruments in an open and market-based economy.

To this end, the project has supported four high-level study tours for 59 senior officials from the Office of the Council of Ministers and from the main economic ministries, as well as four in-country training courses of five to seven weeks each for nearly 300 other officials. A fifth in-country course was mounted for 60 economic trainers. The Economic Development Institute of the World Bank helped to produce training materials. Thirty-five long-term fellowships in development economics have been provided. A two-week senior policy seminar on the economy of Viet Nam involved 10 ministers, 30 vice-ministers or similar ranking officials, and 20 department directors. Trained officials have returned to their positions in the Government, and according to the terminal tripartite review of the project, they are more effective economic managers in policy formulation and in leading Viet Nam's transition to an open, market economy. A follow-on project is now under formulation to address the need for improved productivity across the Civil Service.

DJIBOUTI

Project DJI/92/501 (Management Development Programme). Taking into account the country's vibrant service-based economy, against a rather limited expansion of the private sector, the Government of Djibouti decided to promote the expansion and diversification of private sector activities as a matter of priority within its national development plan for 1991-2000.

To this end, the MDP project objectives are to assist in establishing a favourable administrative and regulatory environment and to strengthen an internal structure that will help in the preparation of policies and the coordination of actions as they relate to the private sector. The project will also assist the Government in the creation of a comprehensive data system on the private sector and its foreign investment policy. Within this framework, a government structure in charge of private sector development was established in

1992. Three distinct entities have already started operating: a decision-making committee, a unit providing technical assistance and an advisory joint committee to deliberate on decisions and measures relating to the private sector.

Preliminary meetings and discussions with the Government have shown that a policy consensus exists for the promotion of private sector development (particularly the production of exports by the private sector). These contacts have also highlighted the fact that the reforms to be introduced have the agreement in principle of different development partners and major donors. At the request of the Government, a background note on the new investment code has been prepared. The code is scheduled to be finalized by the first quarter of 1993.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1993/17
2 April 1993

ORIGINAL: ENGLISH

Fortieth session
1-18 June 1993, New York
Item 3 (a) of the provisional agenda

SPECIAL PROGRAMME OF ASSISTANCE

The role of UNDP in the implementation of the United Nations New Agenda for the Development of Africa in the 1990s

Report of the Administrator

SUMMARY

In response to Governing Council decision 92/19, the present report provides information on the role of UNDP in the development of Africa, including its activities in support of the United Nations New Agenda for the Development of Africa in the 1990s.

The report describes the political changes taking place in Africa, the fundamental and emerging challenges, and the integrated approach of UNDP in support of African development. It outlines selected interventions and their linkages in the areas of long-term human development; capacity-building; resource mobilization; and the creation of an enabling climate for popular participation, economic reforms, sound environmental management and regional integration. It concludes by focusing on the catalytic and coordinating role of UNDP in Africa on the one hand and measures being implemented to strengthen UNDP future support for African development on the other.

I. INTRODUCTION

1. Africa is undergoing radical political change. In certain cases, this transition has resulted in social unrest or has delayed the implementation of economic reforms calling into question their appropriateness, timing and sequencing. Donor support has been increasingly linked to progress towards participatory development, democratization and good government. During this transitional political phase, Africa has had to face unexpected disasters and conflicts, some man-made, some natural. There have been large-scale political conflicts in certain countries and risk of conflict in others. The HIV epidemic in Africa will affect the health and well-being of tens of millions of people during the 1990s and has the potential to undermine social institutions and national economies. In 1992, the worst drought experienced this century in Eastern and Southern Africa caused a 60 per cent shortfall in crop production. These factors, compounded by recession in the world economy, have caused the overall economic performance of African countries to be less than satisfactory, with the exception of countries such as Botswana, Ghana and Mauritius. Real gross domestic product (GDP) for Africa as a whole was expected to grow by only about 2 per cent in 1992. Africa's share of world trade has fallen from 3 per cent in 1960 to under 1 per cent and its terms of trade have continued to deteriorate. Progress in accessing world markets and in alleviating the continent's debt burden has been modest. External debt was estimated at over $280 billion at the end of 1992.

2. The development challenges facing Africa in the 1990s include the need to consolidate gains under economic stabilization programmes and to manage successfully the transition to more democratic political systems and more market-based and environmentally sound economic systems; to create an enabling environment for sustainable human development; to promote economic progress through enhanced regional cooperation; and to build capacity for increased national self-reliance in socio-economic management.

New Agenda for the Development of Africa in the 1990s

3. At its forty-sixth session, the General Assembly adopted the United Nations New Agenda for the Development of Africa in the 1990s (NADAF), as set forth in the annex to its resolution 46/151. The NADAF programme has three components: (a) agreed goals (one of which was annual gross national product (GNP) growth of at least 6 per cent); (b) actions to be taken by African countries; and (c) actions to be taken by the international community. In its decision 92/19 of 26 May 1992, the Governing Council called on African countries and the international community to pursue their commitment to NADAF. The present report focuses on the role of UNDP in support of African development in the 1990s in response to Governing Council decision 92/19.

Implementation of the New Agenda for the Development of Africa in the 1990s

4. While there has been progress in some African countries, particularly in the area of democratization, NADAF has so far failed to become the focal point for catalysing international and regional support for the continent's development. To redress this, the Secretary-General convened a 12-member High-Level Group on 28 December 1992 to assist and advise him on measures to advance

the implementation of NADAF. UNDP is supporting NADAF by (a) participating in the High-Level Group; (b) providing logistic support to the NADAF secretariat; (c) collaborating with the Coordinator of NADAF to make certain that, in addition to UNDP programmes and activities, the United Nations system as a whole fulfils its role; (d) ensuring that the thrust of its country and regional programmes in Africa conforms with NADAF objectives; (e) implementing two special programmes, the National Long-Term Perspective Studies (NLTPS) and the African Capacity-Building Initiative (ACBI), which are described below; and (f) intensifying collaboration with the Economic Commission for Africa (ECA), the African Development Bank (AfDB) and the Organization of African Unity (OAU) to stimulate action on NADAF by African countries. Through the High-Level Group and support to the Coordinator's Office, UNDP will ensure that African development remains high on the agenda of the international community. To that end, UNDP is supporting the proposed October 1993 Tokyo Conference on African Development.

II. INTEGRATED APPROACH OF UNDP SUPPORT FOR AFRICAN DEVELOPMENT

5. In its decision 90/34 of 23 June 1990, the Governing Council stressed that in order to attain self-reliance in the developing countries through national capacity-building and strengthening, UNDP should promote human development. The UNDP Statement of Purpose embodies the principle that the goal of the Organization is to build national capacity to promote human development. Thus, human development is a comprehensive approach to development that is to be applied across the board to all programmes, including productive areas, the infrastructure and service sectors. Most importantly, it involves looking at cross-sectoral linkages, and for this reason corresponds closely to the new emphasis of UNDP on the programme approach.

6. This focus requires interrelated interventions at various levels: (a) a definition of the vision and framework for development; (b) adequate institutional and human capacities together with an enabling environment; and (c) full popular participation in raising the productivity of all available natural, human and capital resources, both domestic and foreign. UNDP programmes in Africa are geared to achieving these ends. For example, through NLTPS and support for strategic planning, UNDP is currently helping African countries to evolve the vision and strategies for sustainable human development. Through programmes such as ACBI, UNDP supports the building of national and regional capacities. At the same time, through advocacy and support for genuine democratization efforts, African people are being empowered to participate in their national development. The efficient mobilization and use of external resources needed for implementing the strategies are pursued through the round-table process, technical cooperation programming, co-financing and cost-sharing mechanisms with donors. UNDP is helping to address both the immediate crisis needs and the longer-term development goals of Africa at the regional and the country levels. The following sections outline the specific strategic interventions of UNDP to meet Africa's development goals as well as its catalytic and coordinating role. Annex I to the present document illustrates the synergy between some UNDP strategic initiatives in support of African development.

III. THRUST OF UNDP INTERVENTIONS IN SUPPORT OF AFRICAN DEVELOPMENT

A. Supporting the definition of long-term vision and strategic frameworks

National Long-Term Perspective Studies

7. The goals of the NLTPS are to encourage African countries to mobilize national intellectual inputs to define broad goals based on consensus to guide their development. In particular, the NLTPS aims: (a) to create a national process for setting long-term development priorities; (b) to analyse the long-term implications of sector plans; and (c) to develop effective and sustainable long-term national strategies. The 25-year indicative plan provides a framework for programming short- and medium-term action. The NLTPS were launched at the end of 1991 and saw their first active year in 1992. The UNDP-sponsored team, consisting of five experts, has: (a) prepared a methodology to support national teams; (b) completed an analytical framework paper; (c) launched the preparation of NLTPS in Côte d'Ivoire and Senegal and advanced the preparatory work for doing so in Cape Verde, Congo, Guinea-Bissau, Mauritania, Mauritius, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe; (d) organized a workshop in September 1992 for 30 participants from Central African Republic, Congo, Côte d'Ivoire, Gabon, Guinea-Bissau, Mauritania, Rwanda and Senegal; and (e) concluded plans for a workshop in English to be held in January 1993 for participants from Botswana, Mauritius, Namibia, Swaziland, Zambia and Zimbabwe. NLTPS is on the agenda of the Special Programme of Assistance (SPA) meeting for Africa in June 1993.

8. Although about 30 African countries have expressed interest in introducing an NLTPS, the process has been slow to start owing largely to the fact that NLTPS began as a concept without a developed methodology and that UNDP initially lacked the capacity to satisfy the widespread demand. The programme must ensure that the process is participatory and succeeds in defining a national vision and national strategies based on a broad consensus, which can be a time-consuming process. There is sometimes a reluctance in African countries to accept the new approach since it is seen as politically sensitive. At the technical level, national capacity to implement the programme has often been inadequate. UNDP is seeking to redress these problems and is meanwhile concentrating its efforts initially on countries where success is most likely.

B. Capacity-building

9. Capacity-building for development continues to be the core objective of all UNDP activities. To strengthen its ability to achieve this objective, UNDP has recognized the need to reassess the delivery mechanisms of technical cooperation and has made this the subject of a major study (see para. 30). UNDP intends to increase its support to capacity-building and its programmes are designed to assist nationals to boost their self-reliance in all areas of development management. UNDP will continue to focus on the capacity-building of non-governmental organizations (NGOs), through the NGO Division's Africa 2000 programme, encouraging them to execute UNDP programmes and generally stimulating

their participation in development. Specific UNDP programmes in capacity-building are described in the following sections.

1. Capacity-building programmes for economic management

10. In 1992, the Regional Bureau for Africa (RBA) assisted Governments to strengthen capacity-building programmes for economic management in selected African countries, including Burkina Faso, Côte d'Ivoire, the Gambia and Zambia by providing expertise and training to national institutions responsible for macroeconomic management. UNDP is also actively supporting capacity-building through its Management Development Programme (MDP), which is a priority area of concentration in 86 per cent of country programmes in Africa for the fifth cycle. Intervention under MDP includes support to public sector reform, macroeconomic and financial management and planning, training and public enterprise management.

2. Technical cooperation management

11. The national technical cooperation assessment and programmes (NATCAP) process has been introduced in over 30 African countries and RBA has been providing technical support to launching NATCAPs in other regions, notably in Latin America, the Middle East and Asia. There is consensus in recipient countries that the NATCAP process is beneficial in drawing attention to the inadequacies and duplication in present methods of supplying technical cooperation. Only in a few countries, however, has the NATCAP so far met the expectation that it would provide Governments with a framework for systematically negotiating, programming and costing technical cooperation in practice. Further work is needed to internalize and accelerate the NATCAP process. In this respect, the effectiveness of the programme depends largely on the commitment of both recipient and donor countries in subjecting the process of technical cooperation to systematic coordination and programming.

3. National execution

12. There is a concerted effort to raise the number of UNDP projects/programmes executed by national institutions at the country and at the regional levels. Increased national execution is specifically targeted in the fifth cycle country programmes. At the end of 1992, 11.5 per cent of the number of projects in Africa were being nationally executed. UNDP intends to raise this substantially by the end of the fifth cycle (1996). More extensive use of national execution is currently constrained by (a) inadequate capacity in certain recipient countries; (b) in certain cases, unwillingness of Governments to assume responsibility and to follow rigorous standards of performance and accountability; and (c) lack of commitment on the part of some agencies and donors in supporting its implementation in practice. UNDP seeks to address these constraints through training, dialogue and judicious use of the new agency support cost arrangement through TSS-1 and TSS-2.

4. The African Capacity-Building Initiative

13. ACBI, which is jointly sponsored by UNDP, the World Bank and bilateral donors, aims to strengthen regional and national capacities (a) to formulate and manage national economic policies and programmes and (b) to support the internalization of long-term development planning. Despite preliminary staffing problems, operational guidelines have now been drafted and the first set of projects have been submitted for approval. These are designed: (a) to strengthen key national institutions in Benin, Guinea, Nigeria and Zimbabwe and (b) to create new policy analysis or research institutions in Burundi, Ghana, Tanzania and Uganda; (c) at the regional level, to improve institutional and human capacity for policy analysis; and (d) to link African training institutions with international institutions. Preparatory work on capacity-building in Kenya, Nigeria and Zambia has also been undertaken.

C. Enabling environment for sustainable development

1. Democratic reforms

14. In 1992, UNDP provided active technical cooperation for democratization, elections and referendums in Angola, Burundi, Cameroon, Central African Republic, Chad, Congo, Djibouti, Eritrea, Ethiopia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mozambique, Niger, Rwanda, Seychelles, Togo, Uganda. This has included short-term advisory and needs assessment services to electoral commissions, resource mobilization, coordination, logistical support and observers.

15. In the electoral process, UNDP has had a lead role in mobilizing large-scale donor support through cost-sharing or parallel financing. The UNDP ability to channel and manage donor funding has been a valuable, fast and cost-effective asset to the donor community, especially in Ethiopia and Angola. UNDP has also used indicative planning figure (IPF) funds and accelerated budget approval procedures to finance initial needs assessment missions by the United Nations Electoral Assistance Unit, which serves as the basis for United Nations observer or verification missions. In Mali and Namibia, support resulted in peaceful elections and the transfer of power to the new Governments.

2. Investment promotion and private sector development

16. Private sector development is an area of concentration in 52 per cent of country programmes in Africa and is targeted at upstream activities, including the promotion of investment, reforms, trade and improved management. In the future, UNDP will continue to support private-sector intervention and/or institutions with new mechanisms to promote small-scale industries. UNDP has been actively involved in 26 African countries as well as in regional activities. Volunteer business advisers have been provided to the private sector in African countries. Other activities include the provision of technical cooperation to chambers of commerce and industry, export promotion and investment promotion. At the regional level, support has been given to developing trade information networks in Africa. Through the African Project

Development Facility (APDF), UNDP supports entrepreneurial development (e.g., identification and preparation of bankable projects).

3. Regional integration

17. The three main areas of UNDP concentration are (a) support for the establishment of the African Economic Community (AEC) in conjunction with ECA/AfDB/OAU, including the preparation of protocols for the implementation of the Treaty of the African Economic Community; (b) enhancing the capacity of regional institutions, especially that of ECA, to provide thought and analytical leadership in African development including (i) information gathering and dissemination; (ii) restructuring of development agencies, universities, etc. in Africa to achieve maximum synergy; and (c) financing specially targeted projects that facilitate regional cooperation and integration including (i) transport; (ii) regional training institutions; and (iii) the use of African institutions as executing-agencies at both the regional and subregional levels. The emphasis of UNDP continues to be on developing strategic thinking; enhancing instruments for increased regional cooperation and integration; and increasing overall capacity-building. With ECA and OAU, UNDP is reviewing its regional programming in order to rationalize current initiatives and ensure greater responsiveness to changing conditions and priorities.

4. Environmental management

18. The environment is a priority area of concentration in 50 per cent of country programmes in Africa. UNDP intervention includes support in management, policy formulation, conservation, control of pollution and desertification. UNDP is playing a catalytic role in resource mobilization for Agenda 21, targeted at $100 million, through its Capacity 21 programme. UNDP field offices have started assisting member countries to develop their responses to the United Nations Conference on Environment and Development (UNCED). Under the $1.2 billion first phase of the Global Environment Facility (GEF), which UNDP co-manages with UNEP and the World Bank, funding has been secured for programmes such as wind-generated electricity, biogas development, plant and animal biodiversity.

19. GEF projects approved in 1992 are addressing the problems of global warming, biodiversity, international waters and the ozone layer. In 1992, UNDP activity included (a) support to drafting a protocol for a common policy on environmental management in Africa; (b) definition of financial, scientific, legal and institutional issues affecting Africa; (c) assisting African Governments to participate in international conferences such as the Earth Summit and the Dublin Conference on Water and Environment; and (d) the organization of three GEF workshops.

20. In 1992, the United Nations Sudan-Sahelian Office (UNSO) was involved in over 130 ongoing projects, valued at over $100 million, which concentrated on (a) assistance to national planning, coordination and monitoring of natural resources management and (b) activities to ensure the integrated management of village lands, pastoral systems and rangelands. A further 14 new projects totalling $5.2 million were approved in 1992 for land protection and

desertification control, agropastoral development, environmental information and education.

D. Human development

21. Social and human development is a priority area of concentration in 81 per cent of country programmes in Africa. UNDP intervention is largely catalytic and upstream, including vocational training, education, employment promotion, grass-roots participation, women in development and poverty alleviation. The United Nations Capital Development Fund (UNCDF) continues to target poverty alleviation in Africa, assisting small entrepreneurs and supporting governments and grass-roots groups in agriculture and rural development, transport, water supply and sanitation. In 1992, new projects totalling $39 million were approved in 12 African countries. The aim of UNDP is to make gender an integral part of all aspects of UNDP intervention during the fifth cycle country programmes. The United Nations Development Fund for Women (UNIFEM) has continued to support more active participation in Africa by women, particularly at the community level in the areas of (a) agriculture and food security, (b) trade and industry and (c) national planning. With UNCDF and UNIFEM, UNDP has financed credit schemes for women in African countries. Promoting human development will see UNDP of the 1990s involved in far more advocacy work than in the past. There are many issues to take into account to achieve sustainable human development - institutional, financial, technological, political. UNDP will ensure that programmes and projects are designed to focus on human development including education, health, local participation, strengthening of NGOs.

22. Rural/agricultural development is a priority area of concentration in 70 per cent of country programmes in Africa and is targeted mainly at increased production, diversification, rural reform and development, food security, income-generation, and grass-roots participation. Activities centre on (a) support to food self-sufficiency; (b) micro-irrigation, soil conservation, afforestation, land-use planning and management; (c) control of pests and plant diseases; (d) support to information (e.g., on drought prediction); (e) development of fisheries; and (f) building up veterinary departments and encouraging the use of improved livestock.

23. The HIV epidemic is probably the greatest emerging challenge to human survival and development in Africa today. UNDP is playing a vital advocacy role, through the Country Programme process, in sensitizing African policy makers, NGOs and community-based organizations to the human, social and development implications of the epidemic. National capacity to respond to the epidemic as a broad development issue is being strengthened, particularly through national training workshops, programming missions and through active support to strengthening the coordination and resource mobilization functions of national HIV/AIDS programmes. UNDP is working in close collaboration with the World Health Organization (WHO) and other agencies and institutions in the United Nations system, both at national and at regional levels: TSS-1 funds have been allocated to strengthen the capacity of the Food and Agriculture Organization of the United Nations and the International Labour Organisation to provide technical support. UNDP is strongly supporting the implementation of the OAU Declaration on the AIDS Epidemic in Africa and is working with AfDB to

develop a collaborative approach to the financing of national programmes. At the country level, innovative programmes are being developed, including 30 projects ranging from support for the development of multisectoral national programmes and national capacity-building for programme development and coordination to community mobilization for behaviour change and care and survivor assistance programmes. In Uganda, the Government allocated almost a quarter of the IPF to its national programme for HIV/AIDS to improve community-initiated programmes. During the fifth cycle, UNDP will intensify its support at community, national and subregional levels through programme development, national capacity-building and the mobilization of political and financial support from the international community.

E. Resource mobilization

24. Resource mobilization is a top priority and a joint UNDP/AfDB/ECA/OAU has been set up for this purpose. In 1992, RBA played a pivotal role in mobilizing support for humanitarian or emergency aid and African development through (a) the round-table process; and (b) cost-sharing, parallel financing, co-financing and trust fund arrangements at both regional and country levels. At the end of 1992, the regional programme for Africa had already attracted $32 million through cost-sharing and trust funds for the fifth cycle, compared with $26 million for the entire fourth cycle. In addition, donors had committed parallel funding totalling $245 million for 1992 onwards for regional projects such as the onchocerciasis control programme; the regional training and surveillance network for dracunculiasis in Africa; and strengthening the management of training institutions. Cost-sharing at the country level is being actively stimulated and was estimated to have reached about $33 million in 1992 with 56 per cent collected in support of projects and programmes at the country level.

25. The round-table process, like the World Bank-led Consultative Group meetings, aims to establish policy consensus and to mobilize the necessary donor support and funding to finance adjustment programmes. However, the UNDP-supported round-table is a flexible, Government-led process for addressing broad, long-term development issues for which both technical cooperation and finance are required. Although successful round-table meetings were held in 1992 for Benin, Burundi, Cape Verde, the Gambia, Rwanda and Sao Tome and Principe, there is a need to encourage further internalization of the process so that it becomes fully integrated into national economic management systems. Likewise, UNDP will seek to internalize the process more fully and to increase its internal capacity to assist governments in using this tool more persistently and more effectively. UNDP is also increasing its capacity to participate more actively in the World Bank's Consultative Group and SPA meetings particularly on issues related to capacity-building.

IV. THE CATALYTIC AND COORDINATING ROLE OF UNDP IN AFRICA

26. UNDP is playing an important catalytic and coordinating role in African development in close collaboration both with major bilateral donors and with multilateral institutions such as the World Bank, AfDB, OAU, as well as with ECA and United Nations specialized agencies. Under UNDP auspices, members of the

Joint Consultative Group on Policy (JCGP) are working to ensure synchronization of their programmes. During 1992, UNDP coordinated support in several critical situations through the United Nations Department for Humanitarian Affairs (DHA): (a) emergency assistance in Liberia; (b) integration of displaced persons and returning refugees in Mozambique; and (c) demobilization and reintegration of ex-servicemen into the private sector in Ethiopia and Uganda. To strengthen the UNDP response to emergency situations, a workshop is planned in 1993 for all African countries in conjunction with other United Nations bodies such as DHA, FAO Emergency Units, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and WHO. In response to the drought in Southern and Eastern Africa, UNDP has played a pivotal role by convening donor information and coordination meetings. With DHA and the Southern African Development Community (SADC), UNDP sponsored a donor meeting at which over $500 million was pledged for the drought-affected countries. At the country level, UNDP has provided support through IPF- and special programme resources (SPR)-funded projects and is continuing its efforts to strengthen the capacity of governments to plan for drought/disaster management.

V. STRENGTHENING FUTURE UNDP SUPPORT FOR AFRICAN DEVELOPMENT

A. The Economist Programme

27. The UNDP Economist Programme, launched in 1985, has been a major source of specialized support to strengthen African governments' capacity to meet their developmental objectives and to negotiate better terms from the international community. An evaluation of the Programme in 1992 confirmed that it filled an important gap in underpinning new UNDP programme thrusts. The Programme has also strengthened the role of field offices with economist posts. UNDP intends to build on the success of the programme by (a) proposing its expansion to other countries and (b) integrating the economist function fully into UNDP organizational structures.

B. Organizational restructuring

28. There has been a restructuring of the organization both at headquarters and in field offices in order to strengthen the efficiency and delivery of services. Greater decentralization has been accompanied by increased accountability and monitoring of performance. Restructuring in RBA has been at two levels. First, the LDC Unit and the Regional Programme Division have been merged to bring the operational and policy streams together. Secondly, the country divisions have been reduced to four and have been reinforced by integrating in each division an economist responsible for capacity-building and economic management in the Division's countries. In field offices, there has been a reduction in the number of staff at all levels of at least one international officer and one national staff member per office. There has also been a firm shift in focus from quantity to quality of personnel. Success of the Economist Programme has indicated that field offices should be strengthened with personnel experienced in strategic planning, policy-making and analysis.

C. Towards enhanced management and accountability

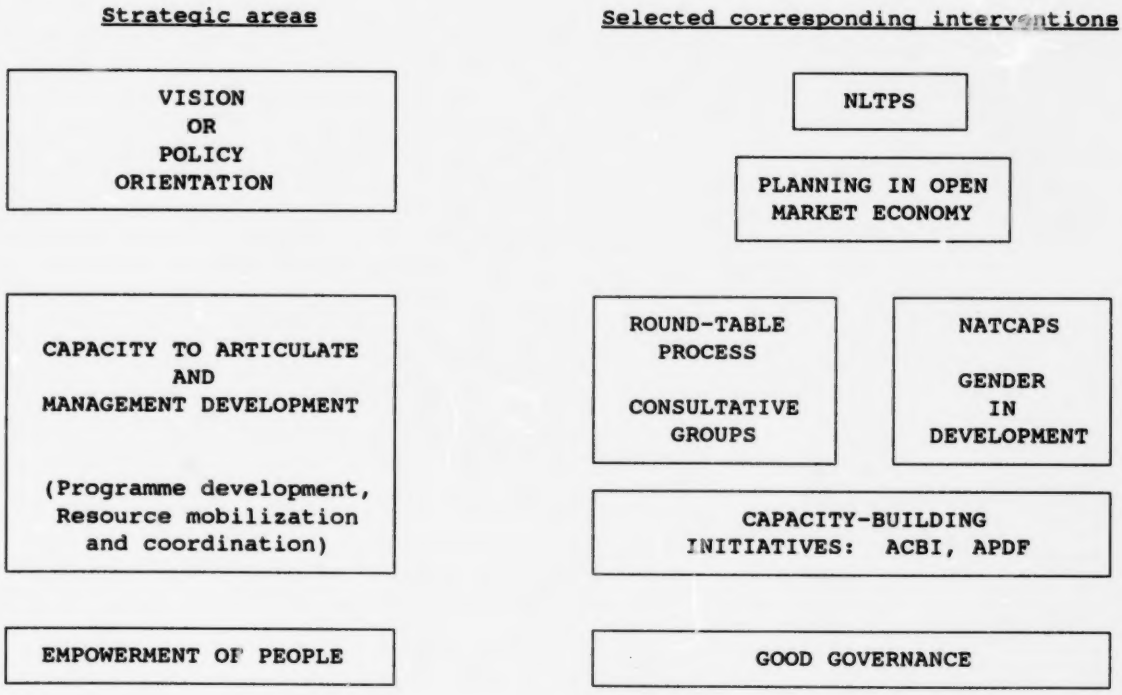
29. Closer monitoring and financial accountability systems are being introduced in UNDP. It is the determined objective of RBA to ensure that leadership of the field offices not only ensures better financial, programme and administrative management but that staff are held accountable. In order to ensure faster communication between the field and headquarters, field offices are being provided with the requisite computing systems and training. UNDP is working on standards and criteria to improve programme/project preparation and monitoring at the field level to accompany the move towards increased delegation of responsibilities to the field. In addition to the 15 per cent reduction of staff in 1991, the number of core-budget Professional staff in the restructured RBA at headquarters is being reduced from 34 to 32 with a corresponding reduction in support staff from 38 to 30. Headquarters and field office administrative budgets are being cut by 15 per cent in 1994-1995.

D. Improving the overall delivery of technical cooperation in Africa

30. Africa has received substantial technical cooperation over the past 30 years but the results seem modest. The 1993 UNDP publication entitled "Rethinking Technical Cooperation: Reforms for Capacity-Building in Africa", reviews the causes of the ineffectiveness of existing technical cooperation delivery mechanisms. The study recommends greater cost consciousness in the use of technical cooperation and a return to gap filling when that is what is needed. It offers several possible corrective measures such as a shift away from the expert-counterpart model towards more intensive use of (a) short-term expatriate consultants; (b) local consultants; (c) twinning between institutions; and (d) the introduction of market elements into the supply of technical cooperation. However, the study confirms that better trained people and stronger institutions are vital for economic growth in Africa, even more so than capital investment. The publication has been circulated to Governing Council members. UNDP is in the process of discussing its recommendations and their implications for UNDP-funded activities.

Annex I

TOWARDS A COORDINATED APPROACH TO POLICY FORMULATION AND CAPACITY-BUILDING IN AFRICA



For the fifth cycle and beyond, UNDP programmes and initiatives in Africa:

(a) Form part of a strategic approach to capacity-building for dealing with issues of poverty alleviation, policy formulation and programme development;

(b) Stress exchange of information and experience;

(c) Promote regional cooperation and integration.

In support of Governments' priorities, the above initiatives:

(a) Build on African cultures and values;

(b) Promote capacity-building;

(c) Are mutually reinforcing;

(d) Facilitate donor coordination through policy dialogue and the programme approach.

Annex II

LINKAGES BETWEEN SELECTED UNDP SUPPORT FOR AFRICAN DEVELOPMENT AND NADAF THEMES

NADAF TARGETED AREAS FOR AFRICAN COUNTRIES	UNDP-SUPPORTED REGIONAL INITIATIVES
1. Sustainable growth and development	NLTPS to provide strategic planning framework
2. Regional cooperation/ integration	Support to creation of African Economic Community
	Reinforcing regional institutions (ECA, etc.)
	Specially targeted projects (transport, training, etc.)
3. Democratization	Advocacy (with ECA)
	Electoral assistance and support
	Demobilization
	Governance
	Reintegration of displaced persons, refugees and returnees
4. Investment promotion	African Project Development Facility, African Training and Management Services
	Support to enabling environment, stronger management, and design of bankable project and mobilizing venture capital
	Proposals for capital development funds
	United Nations Capital Development Fund (UNCDF)
	Division for Private Sector in Development: regional and country activities
	United Nations International Short-Term Advisory Resources
	Technical cooperation to chambers of commerce, investment and export promotion
	Trade information networks
	Studies on scope for venture capital

NADAF TARGETED AREAS FOR AFRICAN COUNTRIES	UNDP-SUPPORTED REGIONAL INITIATIVES
5. Human resources development and capacity-building	African Capacity-Building Initiative NATCAP
	Gender in Development Programme
	HIV and Development Programme
6. Environmental Management	Africa 2000
	Support for participation in 1992 Earth Summit
	UNCED follow-up/Agenda 21
	Global Environment Facility
	Protocol for common policy
	Definition of issues
	Support to participation in international conferences
	Support to planning, coordination and management monitoring
7. Population management	UNFPA activities on birth control, maternal mortality, population census, etc.
	Education of girls
	Poverty alleviation
	UNIFEM and Gender in Development programmes
8. Agricultural development/food security	Support to food self-sufficiency
	Micro-irrigation, soil conservation, afforestation, land-use planning and management
	Control of diseases
	Information systems
	Support to national and regional research centres
	Development of fisheries
	Stronger veterinary servs
	Improved livestock

NADAF TARGETED AREAS FOR AFRICAN COUNTRIES	UNDP-SUPPORTED REGIONAL INITIATIVES
9. South/South cooperation	With Brazil on civil aviation, agricultural technology, etc.
	Workshop on air transport
	Support for AfDB Centre for Trade Promotion
	HIV and Development Programme
10. Enhanced role of NGOs	NGO project in 33 countries
	Africa 2000 Network
	GEF-related projects
	Partners-in-Development Programme
	HIV and Development Programme

NADAF TARGETS FOR THE INTERNATIONAL COMMUNITY	UNDP-SUPPORTED REGIONAL INITIATIVES
1. Solution to debt problem	Joint programme on External Debt Management with UNCTAD and World Bank
2. Resource mobilization	Round-table process
	Cost-sharing, parallel financing and co-financing at country/regional levels
	Humanitarian/emergency assistance
	HIV and Development Programme
3. Increased access of African commodities to world markets	
4. Improved trading environment	Intra-African trade through IGOs
	Trade programmes with UNCTAD and ITC (computerized trade information system, etc.)
5. Support for regional integration	Support to the establishment of the African Economic Community
	Strengthening of intergovernmental organizations
	Intercountry programmes

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1993/18
25 May 1993

ORIGINAL: ENGLISH

Fortieth session
1-18 June 1993, New York
Item 3 (b) of the provisional agenda

SPECIAL PROGRAMMES OF ASSISTANCE

Matters relating to the least developed countries

Report of the Administrator

I. INTRODUCTION

1. In its decision 91/16 of 25 June 1991, the Governing Council requested the Administrator to inform the Council at its fortieth session of the specific measures that UNDP has taken to address the needs and priorities of the least developed countries (LDCs), taking into account the Programme of Action for the least developed countries for the 1990s, adopted in September 1990 by the Second United Nations Conference on the least developed countries, Council decision 90/34 and the recommendations of the evaluation, carried out in 1990-1991, of the contribution of UNDP to strengthening the capacity of LDCs for economic management and aid coordination.

2. The activities of UNDP in the LDCs and its efforts to implement the Programme of Action should be looked at in the context of the overall situation of LDCs. After a decline in 1991, the gross domestic product (GDP) of the 47 LDCs recovered only slightly in 1992; in fact, in all three years since 1989, the rate of increase in GDP has been less than that of the population so that per capita GDP has fallen. Terms of trade for these countries have declined since 1980 and are now 20 per cent lower than a decade ago. Their external indebtedness has remained steady (at about $113 billion in 1991) while, in real terms, neither the Official Development Assistance (ODA) received by these countries nor the total net flow of resources to them has increased in recent years.

3. In this context, it appears particularly important that UNDP, and indeed all aid organizations, strengthen their efforts in favour of the development of LDCs. UNDP has, over the last decades, continuously increased the proportion of

its core resources allocated to LDCs. While resources are obviously important, more than just financing is required; there is also a need to review ongoing efforts with a view to increasing their effectiveness for the benefit of LDCs.

4. UNDP activities in LDCs cover many facets of economic and social development; however, two aspects are particularly important and have been retained by UNDP management as priorities for UNDP support to LDCs: (a) aid coordination and economic management and (b) human development. Accordingly, the present report of the Administrator, prepared in response to paragraph 4 of Governing Council decision 91/16 of 25 June 1991 makes specific references to the financial contribution of UNDP to the development of LDCs (section II); aid coordination and economic management (section III); and human development (section IV). The present report complements that on the role of UNDP in the implementation of the United Nations New Agenda for the development of Africa in the 1990s (DP/1993/17) which covers the issues of the African region, where most LDCs are located.

II. FINANCIAL CONTRIBUTIONS OF UNDP

5. In its decision 90/34 of 23 June 1990, the Governing Council decided that 55 per cent of the programme resources available during the fifth programming cycle (1992-1996) would be allocated to LDCs. To this financing is added other non-indicative planning figure (IPF) resources, such as those of the United Nations Sudano-Sahelian Office and the United Nations Capital Development Fund (UNCDF), whose resources are mostly directed at LDCs. In this regard, it must be noted that the resources of the Special Measures Fund for the Least Developed Countries (SMF/LDC) have virtually dried up since the Second United Nations Conference on LDCs. The Programme of Action for the LDCs, however, mentions SMF/LDC as being of special interest to these countries. The Governing Council has also repeatedly recommended that the donor community continue to contribute to the Fund, most recently in paragraph 5 of decision 91/16 in which the Council calls upon the donor community to continue its contributions to SMF/LDC and to preserve its viability.

6. The table presents the situation with regard to IPF allocations to LDCs in the various regions. It will be noted that over the two decades since the first programming cycle was started, there has been a progressive increase in the percentage of total IPFs allocated to LDCs. This concentration has taken place in each region, with a larger share of the country IPF currently going to LDCs. At the global level, those countries with per capita income below $750 are currently receiving 87 per cent of UNDP country IPF funds, as against 55 per cent 20 years ago. Of these countries, those that are currently officially designated LDCs are receiving nearly 59 per cent of country IPFs, as against 33 per cent in the first cycle. The decision taken by the Administrator to limit programming to 75 per cent of each country's IPF for the fifth cycle affects each country in the same proportion; this will not change the distribution of the IPF between LDCs and non-LDCs.

IPF allocations to least developed countries, 1972-1996 a/ b/

(Thousands of dollars)

IPF allocation	First cycle 1972-1976	Second cycle 1977-1981	Third cycle 1982-1986	Fourth cycle 1987-1991	Fifth cycle 1992-1996
African LDCs	261 972 (69.23%)	518 528 (76.71%)	671 762 (83.17%)	988 017 (83.95%)	1 338 121 (82.57%)
Asian LDCs	94 093 (27.89%)	248 175 (34.60%)	334 940 (37.26%)	466 035 (39.03%)	550 501 (41.10%)
Arab States LDCs	60 000 (26.97%)	91 700 (35.86%)	90 200 (45.62%)	128 375 (50.34%)	155 998 (57.38%)
Latin American LDCs	11 000 (4.00%)	24 073 (7.82%)	26 125 (12.12%)	45 236 (16.66%)	63 943 (22.43%)
TOTAL	427 065 (32.84%)	882 476 (43.34%)	1 123 027 (51.88%)	1 627 663 (55.25%)	2 108 563 (58.61%)

a/ Figures are for countries currently designated LDCs or "as if" LDCs.

b/ Figures in parentheses represent the percentage of the LDC IPF against the total IPF of the Regional Bureau.

III. AID COORDINATION AND ECONOMIC MANAGEMENT

7. The contribution of UNDP to strengthening the capacity of LDCs to coordinate their external assistance was evaluated in 1990-1991 at the request of the Governing Council; the evaluation report was made available to the Council at its thirty-eighth session (1991). One of the main conclusions in the report is that strengthening the capacity of LDCs to manage their development and coordinate their assistance should be a priority for UNDP, a view that was endorsed by the Council in its decision 91/16. This recommendation is in line with those of the Programme of Action for the least developed countries for the 1990s, which singles out aid coordination and economic management as priority areas for LDCs and for the assistance of the donor community, in particular of UNDP and the SMF/LDC.

8. Over the years, UNDP has developed various instruments in the area of economic management and aid coordination, such as the round-table process, national technical cooperation assessment and programmes (NATCAPs) and the programme approach, many of which were initially developed in LDCs. They have received increased acceptance outside of these countries as their applicability to other types of countries has been recognized. They are, in fact, increasingly used in non-LDCs as well as in LDCs. To facilitate this process of mainstreaming, the staff of the LDC Support and Economic Advisory Unit has been reassigned to the country divisions of the Regional Bureau for Africa, which are now directly responsible for carrying out these activities. To maintain a special focus on LDCs in UNDP, the post of Coordinator of Assistance to the LDCs has been relocated into the Bureau for Programme Policy and Evaluation, with the responsibility of coordinating UNDP activities in all LDCs. While this restructuring will facilitate the mainstreaming of activities and support in the area of aid coordination and economic management to all countries, this particular area will remain a sector of concentration for UNDP activities in LDCs.

A. Strengthening the capacity of LDCs

9. The evaluation referred to above stressed that aid coordination should be seen as an integral part of the overall economic management by LDCs of the resources at their disposal and that, to this extent, there should be full integration of UNDP activities in these areas. The programme approach is in fact the natural instrument for furthering such integration and it has accordingly been adopted in the area of economic management and aid coordination as part of the preparation of the country programmes of many LDCs. Efforts to implement these programmes are already under way in several LDCs. Progress is especially advanced in the Gambia, where UNDP has assisted the Government in preparing its strategy for developing the capacity of its institutions in this area, in the form of an economic management capacity-building programme. The experience of the Gambia constitutes in fact a good example of the synergy that can be achieved by integrating UNDP activities in the area of aid coordination and economic management. The programme approach, which was followed for the preparation of the Gambian programme was closely linked to the other UNDP instruments. The economic management capacity-building programme was presented to the donor community at the round-table conference held in October 1992; its implementation is financially supported by UNDP through the IPF, and it forms

the basis for the technical cooperation programme for economic management prepared under the NATCAP. In Asia, UNDP also plays a substantial role in helping Laos in its economic reform process and is active in strengthening the capacity of the Cambodian administration for economic management.

B. The round-table process

10. A review of UNDP experience with the round-table process in Africa was carried out in 1990. This review has resulted in revised round-table procedures and guidelines, with the aim to make UNDP management of these meetings more effective and structured, thus meeting the call in the Programme of Action for least developed countries in the 1990s for a disciplined, regular dialogue between recipient countries and their development partners at round-table conferences and Consultative Groups. These new procedures have benefited from the views of Resident Representatives and Senior Economists from all LDCs in Africa as well as from representatives of other UNDP Bureaux at a workshop held in Geneva in May 1991. A review of the round-table process in Asia and the Pacific was also undertaken in 1991-1992; its conclusions are in line with those of the review carried out in the Africa region.

11. These reviews have identified as major shortcomings of the round-table process, as it has been carried out in the past: (a) the fact that it was not sufficiently geared towards building the capacity of the recipient countries for economic management and aid coordination and (b) that it was carried out independently of other UNDP activities in the country. Accordingly, the new procedures highlight this capacity-building perspective of the round-table process and urge the priority application of UNDP resources in round-table countries to the strengthening of the country's economic management and aid coordination capacities. They also emphasize the need to incorporate fully the work on round tables into the overall work of the field offices and to have a closer, more cohesive utilization of the different UNDP instruments used at the field level, such as NATCAPs and the country programme.

12. The new procedures and guidelines were presented to African Ministers of Planning and Finance at the Windhoek meeting in November 1991, where they were fully endorsed. In order to minimize costs and the burden implied on Governments and to coordinate more closely among donors, a simpler approach has been worked out for small economies with limited capacity and severe transport constraints, such as those of the Pacific Islands. For reasons of cost-effectiveness, it was agreed that some of the macroeconomic documentation being prepared as part of the normal country work of the Asian Development Bank (AsDB) would be used for round-table conferences.

13. In 1992, UNDP organized successful round-table conferences for Benin, Bhutan, Burundi, Cape Verde, the Gambia, Laos, Rwanda, Sao Tome and Principe, and Yemen. These round-table conferences constituted a forum for debate on national development policies and strategies and provided the Governments concerned with affirmation of the donor community's support. Of particular note in comparison to past round-table conferences are trends towards improved quality of debate, involving a frank exchange of views between donors and the Government on development policies, the increasing attention paid by donors to issues of governance, and the progressively effective role of Governments in the

process, from the preparation of the documentation to managing the dialogue. UNDP has also participated actively in Consultative Groups organized by the World Bank, where it has led the discussions concerning technical cooperation and capacity-building issues whenever appropriate. With regard to Cambodia, in June 1992 UNDP co-chaired with the Government of Japan a Ministerial Conference on the rehabilitation and reconstruction of Cambodia.

C. National technical cooperation assessment and programmes

14. Technical cooperation is of particular importance for LDCs; their need for external assistance to build national capacities for self-sustaining development is greater than that of other developing countries. About one third of all external aid channelled to LDCs has been in the form of technical cooperation in recent years. The magnitude of the resources involved are of macroeconomic significance, often being comparable to the public sector wage bill or export earnings. Yet most recipient LDC Governments do not have well-developed systems to manage technical cooperation, to identify priority objectives for capacity-building and technical cooperation inputs, to negotiate technical cooperation agreements, and to monitor implementation of technical cooperation programmes.

15. Since 1987, an increasing number of countries have embarked on a process to improve the management of technical cooperation, under a programme known as national technical cooperation assessments and programmes. The objective of NATCAPs is to strengthen the capacity of the recipient Government to define its own policy and priorities with regard to technical cooperation. NATCAPs, which were initially started as a process in a few African LDCs, are now a well-established instrument, increasingly used outside of Africa and the LDCs. Nevertheless, out of the 40 countries where NATCAPs are under way, 31 are LDCs or "as if" LDCs. Because the process was started earlier in LDCs, it is also more advanced in these countries. For instance, five of the six countries that have already completed a full NATCAP cycle with the preparation of a technical cooperation programme are LDCs, and 11 of the 12 countries now implementing phase two of this exercise also belong to this category. In Asia, two countries, Bangladesh and Nepal, while not formally implementing NATCAP mechanisms, have carried out similar exercises for technical cooperation needs assessment.

16. An evaluation of the NATCAP programme was carried out in 1990-1991 and presented to the Governing Council. It emphasized the importance of this programme, which responds to a priority need of LDCs and to the comparative advantage of UNDP in the area of coordinating technical cooperation. The evaluation recommended that countries accelerate the pace of implementation. It also noted that an important reason for the insufficient progress achieved was the absence of a clear methodology for preparing technical cooperation programmes (phase II of the NATCAP process) and recommended that UNDP provide more intensive technical support in this area. The recommendations of this NATCAP evaluation have been implemented. In particular, methodological work was carried out to elaborate further the guidelines for the preparation of technical cooperation programmes. Draft guidelines were discussed in the course of a workshop organized in Senegal with the participation of the NATCAP coordinators of some 20 countries. Guidelines for the preparation of technical cooperation programmes have been subsequently finalized and disseminated, together with

similar guidelines for the preparation of the technical cooperation policy framework paper.

17. The discussions held at the Senegal workshop have established that in LDCs where the full NATCAP cycle has been completed, the process has been instrumental in assisting Governments in defining policies for technical cooperation and that the technical cooperation programmes did provide the framework for establishing priorities, negotiating with donors and monitoring the implementation of technical cooperation activities.

18. As noted in the 1991 evaluation, there is, however, a need to accelerate the implementation of the NATCAP exercises in several LDCs where progress has been insufficient so far. While the dissemination of the methodology for the preparation of technical cooperation programmes should now speed up the second phase of NATCAPs in all countries, the key to a more rapid implementation remains the determination of the recipient countries to carry out the process. In this respect, the support of the donor community in each of these countries will be vital. In certain countries, however, there is still a misconception of the NATCAP process as being a UNDP exercise, in spite of the emphasis that UNDP has always put on the need for the recipient Government to internalize and drive the process. Only when this misconception is corrected by all participants in the exercise will it be possible to make more rapid headway in the implementation of the process.

IV. HUMAN DEVELOPMENT

19. Human development, in particular through poverty alleviation, is a major priority for UNDP in all countries, especially LDCs. Support to human development by UNDP in LDCs takes many forms, such as primary health care, rural development and education. Only two aspects are presented here: UNDP cooperation with non-governmental organizations (NGOs) in LDCs and its activities in favour of women in development.

20. UNDP implements or supports a number of projects providing assistance for small-scale activities in LDCs, including activities by NGOs and grass-roots groups that benefit lower-income groups and contribute to poverty alleviation. Through a major initiative called the Partners in Development Programme (PDP), UNDP promotes NGOs and community groups for local development activities; in 1991, the programme was offered in 64 developing countries, including 23 LDCs. Grant-type allocations ($25,000 for non-LDCs and $35,000 for LDCs) were awarded to NGOs involved in community-based self-help initiatives that consist mainly of income-generating activities geared to poverty alleviation. In 1992, through existing PDP mechanisms, the UNCDF initiated a new project to support micro-projects providing grant awards totalling $45,000 per country to small-scale capital projects in nine LDCs.

21. Other examples of UNDP activities with NGOs in LDCs include grass-roots initiatives support funds, which provide support for micro-enterprises generally through revolving fund loans in 12 African countries, including six LDCs or "as if" LDCs (Benin, Lesotho, Mauritania, Senegal, Togo and Zaire) or RAFAD, an African regional project that provides credit and management training for micro-enterprises. In Bangladesh, UNDP is working to improve the participation

of women in the development process through a number of projects that adopt innovative approaches, including cooperation with NGOs such as Shwanirvar, while broader-based NGOs such as the Grameen Bank, the Bangladesh Rural Advancement Committee and Proshika have been cooperating with UNDP in targeted poverty-alleviation activities.

22. A number of UNDP-financed projects designed to promote sustainable development also include strong poverty alleviation elements. Examples include the Africa 2000 Network, a regional undertaking that provides small grants and technical cooperation to community groups and NGOs in nine LDCs, and the new Global Environment Facility (GEF) Small-Grants Programme, which will be initially offered in eight LDCs. A regional project in Africa is promoting collaboration among NGOs, Governments and UNDP by helping to strengthen the capacities of indigenous development NGOs and to promote effective cooperation between NGOs and Governments in implementing development activities. This regional project has provided services to, or supported activities in, 30 African LDCs. Worthy of mention, in Asia, are: (a) the Asia-Pacific 2000 initiative, which provides technical cooperation to community-based organizations and NGOs in 10 countries for the improvement of the environment in poor urban areas; and (b) an initiative on innovative policy approaches to entrepreneurial skills and micro-enterprises development, which provides technical cooperation to micro-enterprises operating in the rural/urban informal sectors in seven countries.

23. New initiatives being started include a regional project to provide financial support and technical cooperation for capacity-building to NGOs concerned with poverty alleviation and survival strategies of the poor in urban areas (Local Initiatives for the Urban Environment, or LIFE), and a global initiative to increase capital assistance in IPF-financed technical cooperation projects. Both initiatives will be offered in LDCs.

24. During the period 1992-1996, UNDP will also support, with funding from Special Programme Resources (SPR), activities to strengthen the capacities of local NGOs mainly in the area of strategic planning and institutional development for the LDCs and "as if" LDCs.

25. As part of the UNDP mandate for mainstreaming gender issues in all technical cooperation, including that for LDCs, the Division of Gender in Development is moving towards expanding its activities to address building national capacities for women in development. UNDP recognizes the need to introduce greater gender-sensitivity in the fifth programming cycle, particularly by way of strengthening field office capacity to prepare gender-sensitive programming exercises. In so doing, UNDP seeks to strengthen women's ability to take part in decisions that affect women and men alike. Gender-training seminars have been carried out at the field level in which both UNDP staff and government officials participated.

26. The United Nations Development Fund for Women (UNIFEM), pioneers new approaches for women's full participation at all levels of the development process. In 1991, UNIFEM programmes in the LDCs involved 25 LDCs and two "as if" LDCs; projects were started for four additional LDCs in 1992. UNIFEM programme resources channelled to LDCs have steadily increased from $277,722 in

1989 and $615,688 in 1990 to $1,096,084 in 1991 and approximately $2.5 million in 1992.

V. CONCLUSIONS

27. While UNDP support to the LDCs includes the whole range of sectors and activities presented in the United Nations Programme of Action for the least developed countries for the 1990s, the area of aid coordination and economic management and that of human development have been recognized as priorities for UNDP, given the particular situation of LDCs. In the area of aid coordination and economic management, UNDP has developed over the years various instruments such as the round-table process, NATCAPs and the programme approach. The challenge of the coming years will be to integrate these several mechanisms into a comprehensive strategy to strengthen the institutions of these countries in charge of defining and implementing their development policies. The situation is somewhat similar with regard to human development. UNDP has traditionally been active in the various sectors that are usually included under the concept of human development. Following the recommendations of the United Nations Programme of Action and in line with the Human Development Report, it now appears necessary to define comprehensive approaches to human development in LDCs. This is the strategy that is being followed by UNDP in a growing number of LDCs and is reflected in the country programmes for them.

DP

UNITED
NATIONS

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1993/19
26 March 1993

ORIGINAL: ENGLISH

Fortieth session
1-18 June 1993, New York
Item 3 (c) of the provisional agenda

SPECIAL PROGRAMMES OF ASSISTANCE

Programme of assistance to the Palestinian people

Report of the Administrator

SUMMARY

In response to General Assembly resolution 33/147 of 20 December 1978, the Programme of Assistance to the Palestinian People has become an important provider of development assistance to the Palestinian inhabitants in the West Bank and the Gaza Strip, reaching a record level of activity in 1992. The present report gives the financial situation of the Programme, highlights some of its major achievements and describes some of the new activities envisaged.

I. FINANCIAL SITUATION

1. The core resources of the Programme of Assistance to the Palestinian People have been provided by the Governing Council through allocations from Special Programme Resources. These allocations are as follows: second cycle (1980-1981) - $3.5 million; third cycle (1982-1986) - $10 million; fourth cycle (1987-1991) - $12 million; and fifth cycle (1992-1996) - $15 million.

2. Since the inception of the Programme, complementary resources have been provided by the Governments of Italy ($15 million), Japan ($11 million), the United States of America ($1.5 million), Jordan ($457,000), Canada ($400,000), Greece ($80,000), Tunisia ($48,500) and the Arab Gulf Fund for United Nations Development Agencies ($1 million). These non-core resources have been provided in various forms, including "in-trust" arrangements as well as individual management service agreements.

3. The Administrator, on behalf of the many thousands of beneficiaries in the West Bank and the Gaza Strip, expresses appreciation for the generous and timely voluntary contributions that are permitting the Programme to expand the scope of its work so substantially.

II. PROGRAMME DELIVERY AND PROJECT HIGHLIGHTS

4. In 1992, the Programme achieved a level of activity unmatched in its 12-year history, with expenditures totalling $12 million. A number of large projects were completed, including the extension and renovation of the Princess Alia Hospital in Hebron, the construction of a packing and grading facility for fruits and vegetables in Gaza, the construction of a new sewage collection network in the Balata refugee camp of Nablus and the installation of a sewage collection, treatment and disposal system in the northern region of the Gaza Strip benefiting some 120,000 persons.

5. The construction of a large-scale citrus processing plant in Gaza is progressing; work began on 1 June 1992 and is expected to be completed by mid-1993. The plant represents the largest technical cooperation and capital assistance project in the Gaza Strip. It is designed to process one third of Gaza's citrus production, the main agricultural crop in that area.

6. A major effort has been undertaken to analyse the priorities for technical cooperation and capital assistance in the Occupied Palestinian Territories. A needs assessment exercise has been carried out in order to create the necessary base for the planning and the implementation of future Programme activities. The need to enhance training opportunities in virtually all sectors of development has been identified as a most urgent priority. As a consequence, several training workshops were organized in different parts of the West Bank and the Gaza Strip throughout 1992.

7. The following Palestinian groups benefited from training workshops: 150 trade unionists took part in three workshops conducted in Nablus, Bethlehem and Gaza; 13 management consultants benefited from the services of the Business Development Centre; 80 Palestinian women took part in special technical training

programmes at the community level; 15 members of Palestinian universities were trained in new education techniques; 90 vocational trainees underwent technical and pedagogical training; and 20 engineers and technicians working on the operation and maintenance of the sewage system in the Gaza Strip underwent specialized training at Bir Zeit University.

8. All these training activities were organized locally and made use of Palestinian facilitators, in some cases under the guidance of foreign specialists from United Nations agencies and other external sources.

III. NEW ACTIVITIES

9. As a result of the assessment of the technical cooperation and capital assistance needs conducted in the first quarter of 1992, through an increasingly close relationship with the local Palestinian leadership, a number of priority areas have been identified for new activities. These areas are the formulation of development and environmental policies; the reactivation of productive sectors, in particular agriculture and industry; and the development of human resources, with a special emphasis on reducing disparities within the Palestinian society, promoting the role of Palestinian women in the development process as beneficiaries as well as actors and assisting the underprivileged.

10. UNDP also followed up on its earlier initiatives in the field of information exchange between donors. The first "Compendium of Ongoing Technical Assistance Projects in the Occupied Palestinian Territories" was compiled by UNDP and issued in April 1992. Sectoral working groups met several times throughout the year with the presence of leading Palestinian specialists, thus allowing a fruitful exchange of views and information on the situation and on the priorities to be assigned to specific development areas. The work of some of these groups led to the identification of technical cooperation needs and to concrete projects. In the working group on agriculture, for instance, all Palestinian institutions working in that sector presented a joint assessment of the damages suffered during the 1991-1992 winter season. As a result, three donors are funding and implementing a relief project, aimed at allowing the most affected farmers to resume their production activities for the next season, in spite of having suffered severe financial losses.

11. Although sporadic visits by agencies have taken place in the past, in 1992 there was a very substantial increase in the number of such missions: the Economic and Social Commission For Western Asia (ESCWA), the International Labour Organisation (ILO), the International Trade Centre (ITC), the United Nations Industrial Development Organization (UNIDO) and the World Food Programme (WFP) fielded consultants to the Territories during 1992. Some of these missions carried out specific training activities, while others identified assistance needs for future activities.

12. In October 1992, UNDP was invited to form part of the United Nations delegation to the Multilateral Working Groups of the Middle East peace process. The director of the Programme is currently participating in the ongoing meetings.

13. During the latter part of 1992, a broad review of the Programme was undertaken by a team headed by the former Permanent Representative of the Netherlands to the United Nations. The mission reviewed in detail the modus operandi of UNDP, as well as concrete operations in the region. The results of its work are being used in the new programming and operational initiatives in progress under the direction of the Special Representative in Jerusalem. It is anticipated that the report of the Ambassador from the Netherlands will be completed during the month of March 1993. It is also expected that this report will be widely disseminated and made available to members of the Governing Council at its fortieth session.